

# Now and for the Future

ADEQUATE AND EQUITABLE K-12 FACILITIES IN WYOMING



by

21ST CENTURY SCHOOL FUND | JFW, INC.

October 2015



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## Preface

This white paper provides the conclusions of the 21st Century School Fund (21CSF) and JFW, Inc. inquiry into and analysis of Wyoming's current programs for managing and funding its K–12 public school facilities. In 2014, the Wyoming Legislature's Select Committee on School Facilities asked the Wyoming School Facilities Department (SFD) to begin a process of reviewing the state's K–12 facilities management and funding strategy and systems with the goal of obtaining the greatest possible return from the state's investments in its school facilities. To that end, SFD engaged 21CSF and JFW, Inc. to provide an independent analysis of the state's current building portfolio database; professional opinions on facility management best practices for the preservation of Wyoming school buildings in the areas of facility operations, routine maintenance, major maintenance, and capital renewal; and information about pertinent practices of other states.

In addition to our analysis of quantitative data from state and federal sources, 21CSF and JFW, Inc. employed a consultative stakeholder-engagement approach to obtain input from key Wyoming stakeholders including state and school-district officials. In partnership with SFD, we established an advisory committee; held four school district stakeholder meetings; consulted staff from the Wyoming Legislative Service Office, Wyoming Department of Education (WDE), and SFD; and, on April 28, sent a survey to the superintendents, facilities managers, and business managers of all 48 school districts. The Advisory Committee provided guidance and insights on Wyoming school districts and provided history and context to strengthen the quality of the opinions provided in this paper. 21CSF met with the Advisory Committee on April 7 and May 15 in Cheyenne to discuss the project scope and solicit input on the programs, findings and preliminary opinions.

The first two of four school district stakeholder meetings were held in Casper and Riverton on April 9 and 10 at the beginning of the project. These listening sessions centered on a review of the project charter and input on issues of concern related to each of the SFD funding programs—Major Capital, Minor Capital (Component), and Major Maintenance. The second set of meetings, which were held on May 13 and 14 in Cody and Casper, solicited input on our preliminary findings and preliminary opinions. Thirty-eight of Wyoming's 48 school districts—representing more than 84% percent of Wyoming's public K–12 student population—participated via the April 28 survey or in person in the half-day stakeholder meetings. The feedback from these consultative engagements informed our findings and opinions. All opinions and any errors are the responsibility of the authors.

## ADVISORY COMMITTEE

**Janet Anderson, Commissioner**  
School Facilities Commission

**David Bartlett, Assistant Superintendent**  
Laramie County School District #1

**Dan Selleroli, Facility Operations**  
Sweetwater County School District #1

**Stephan Pappas, Senator, District 7**  
Select Committee on School Facilities

**Steve Hopkins, Superintendent**  
Natrona County School District #1

**Stanley Hobbs, Administrator**  
School Facilities Department

## SCHOOL DISTRICT PARTICIPATION

**Albany County School District #1:** Dave Bennett, Facilities Operations; Ed Goetz, Business Manager

**Big Horn County School District #1:** Shon Hocker, Superintendent; Richard Parker, Business Manager;  
Michael Simmons, Facilities Operations

**Big Horn County School District #3:** Barry Bryant, Superintendent; Eddie Johnson, Trustee

**Big Horn County School District #4:** Roy Hoyt, Superintendent

**Campbell County School District #1:** Kirby Eisenhauer, Assistant Superintendent; Sean Mathes,  
Facilities Operations; Tim Volk, Facilities Operations

**Converse County School District #1:** Dan Espeland, Superintendent

**Fremont County School District #1:** Travis Sweeney, Business Manager

**Fremont County School District #2:** Lu Beecham, Business Manager; Chris Riker, Facilities Operations;  
Kelly Cyrus, Facilities Operations

**Fremont County School District #21:** Kirk Schmidt, Facilities Operations,

**Fremont County School District #25:** Terry Snyder, Superintendent; Larry Hartwell, Facilities Operations

**Laramie County School District #1:** Dave Bartlett, Assistant Superintendent

**Natrona County School District #1:** Steve Hopkins, Superintendent; Doug Tunison, Business Manager;  
Dennis Bay, Facilities Operations

**Niobrara County School District #1:** Aaron Carr, Superintendent Park County School District #1: Todd Wilder,  
Facilities Operations

**Park County School District #6:** Ray Schulte, Superintendent; Warren Hicks, Facilities Operations

**Sheridan County School District #1:** Jeremy Smith, Facilities Operations

**Sheridan County School District #2:** Julie Carroll, Facilities Operations

**Sublette County School District #1:** Vern McAdams, Business Manager

**Sweetwater County School District #1:** Dan Selleroli, Facilities Operations

**Sweetwater County School District #2:** Donna Little-Kaumo, Superintendent; Pete Brandjord,  
Business Manager

**Teton County School District #1:** Paul Rossolo, Facilities Director Uinta County School District #1:  
Patrick Rooney, Business Manager

**Uinta County School District #6:** Tony Gillies, Business Manager

**Washakie County School District #1:** Jack Stott, Business Manager

**Weston County School District #1:** Greg Gregory, Facilities Operations

**Weston County School District #7:** Summer Stephens, Superintendent

## Executive Summary

Over the last decade and a half, Wyoming has invested more than three billion dollars to eliminate the deferred maintenance and facilities obsolescence that resulted from decades of under investment in the state's K-12 school facilities. Wyoming now has the opportunity to transform its facilities program into an asset management program that maximizes the value derived from the state's facilities investments and that gives school districts flexibility for effective and efficient management of their buildings and grounds. This opportunity to continue to improve Wyoming's K-12 public school facilities and find fiscal efficiencies exists because of the significant major capital and major maintenance improvements that have been accomplished by the State and the local districts. It is critical, however, that the state not pull back so far that it re-creates the conditions it has worked so hard to remedy.

In order to enjoy the full value of the educational facilities investments made to date and to continue to make progress in delivering adequate and equitable public school facilities, it is time for a rebalancing of the State's school facilities program. The State needs to continue to provide the districts with predictable and adequate funding for the full arc of facilities requirements—from routine and preventive maintenance and minor repairs to capital renewals and new construction. To accomplish this, the Major Maintenance program needs to be adequately funded so districts are able to meet a greater percentage of the schools' demonstrated major maintenance needs. With this shift, the Major Capital Program would be targeted towards funding only significant capacity-enhancing projects, building replacements, and state initiatives. This rebalancing would take place over time. During the transition, the Minor Capital (Component) Program would be expanded until districts accrue sufficient Major Maintenance funds with which to pay for timely component replacements and system upgrades in their older schools. Through the Wyoming Department of Education's Block Grant funding, the State could continue to ensure that school districts have the funding for the routine and preventive maintenance which is the foundation of healthy and safe school facilities that will meet their expected life.

To implement an effective asset-preservation emphasis, the School Facilities Department and the local school districts will need to work in partnership. The changes to existing policy and practices needed to rebalance Wyoming's school facilities program are modest, but will touch on most aspects of the SFD program, including district-level planning, state/local communication and data sharing, state-level approval processes, capital budgeting and fiscal management. But these modifications can be implemented within the current systems, building on the considerable accomplishments of local districts and the State.

## Wyoming Legislature Responds to K-12 Public Facilities Needs

Following a series of complaints from school districts, the Wyoming Supreme Court directed the State to provide all districts with funding sufficient to bring all K-12 school facilities up to a condition level of “adequate,” in which they require only routine maintenance and can deliver educational programs that meet state standards.<sup>1</sup>

Beginning in 1998 the Wyoming Legislature took a number of actions in response to the Court’s mandates and to improve efficiency and fairness in the facilities program.

**1997**

### **SPECIAL LEGISLATIVE SESSION**

The Legislature responded to the Campbell I decision through a redesign of the school finance system, including public school facilities.

**1998**

### **COMBINED SPECIAL AND BUDGET LEGISLATIVE SESSION**

The Legislature continues school finance reforms and directs a portion of Coal Lease Bonus revenue to pay for major capital projects and major maintenance of school facilities for K-12 public school districts.

**2002**

### **SPECIAL LEGISLATIVE SESSION**

The Legislature enacts legislation establishing the Select Committee on School Facilities and the School Facilities Commission to set policies for K-12 facilities and to equitably allocate State funding for major capital projects and major maintenance.

**2011**

### **SENATE ENROLLED ACT 7**

The Legislature replaces the School Facilities Office with the School Facilities Department to accelerate the progress of local school districts improving their K-12 public school facilities.

With the creation of the Select Committee on School Facilities and the School Facilities Commission (SFC), Wyoming assumed a major role in the delivery of school facilities to the state’s public-school students. In 2008, the Wyoming Supreme Court found the state’s school facilities funding structure to be constitutional and noted that the state had made diligent strides in addressing the state’s school facilities needs.<sup>2</sup>

<sup>1</sup> State of Wyoming v. Campbell County School District, 2001 WY 90 (2001) (Campbell III), at para. 47.

<sup>2</sup> See State of Wyoming v. Campbell County School District, 2008 WY 2 (Wyo. 2008) (Campbell IV).

In 2011, the Legislature created the Wyoming School Facilities Department (SFD), which substantially augmented the capacity of the SFC in implementing its policies and responsibilities and in supporting local school districts in managing their facilities. The SFD is responsible for implementing policies, guidelines, and the adequacy standards adopted by the Commission, including maintaining a statewide database, developing the annual legislative budget request to support the program, and guiding school districts through the required capital planning and construction processes. To meet its responsibilities for school facilities, the SFD operates three major facilities funding programs and manages data, planning, and decision-making processes in support of these programs.

### Wyoming Makes Significant K-12 Public School Facilities Progress

Since 1998, the Legislature has appropriated over \$3.3 billion to local school districts for major capital, minor capital and major maintenance projects. In addition to state funds, local school districts raised \$276 million for capital enhancements and other capital projects not funded by the state. These combined state and local efforts have resulted in substantial improvements to the condition of its public schools and have reduced crowding in schools that were over capacity.

*Chart 1: State and Local K-12 Public School Capital Facilities Appropriations 1998-2016*

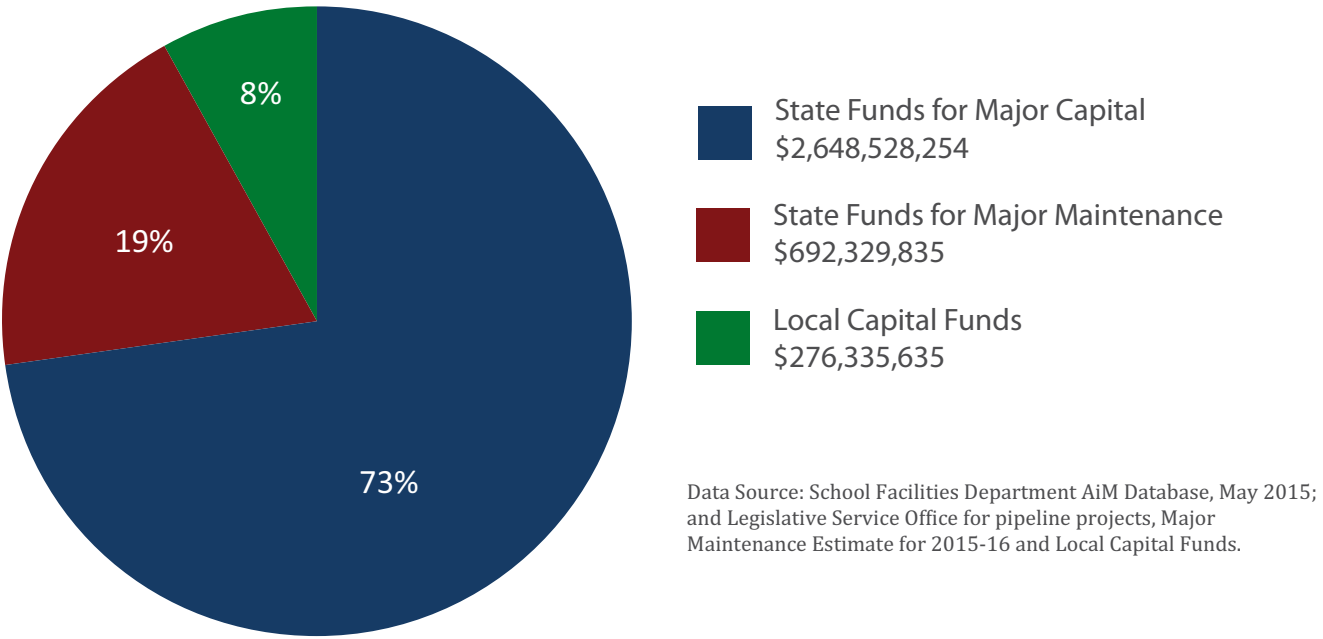




Table 1 provides a breakdown by district of the state and local funding for major capital projects, major maintenance projects and component projects paid for with state and local funds. The average per student appropriation, statewide, is \$38,768 of state and local funds since 1998.

**Table 1: State and Local Capital Facilities Funds by District 1998-2016**

School District (City)	Enrollment 2014-15	STATE FUNDS		LOCAL FUNDS	TOTAL	
		Major Capital <sup>1</sup>	Major Maintenance <sup>2</sup>	Local Capital Funds <sup>3</sup>	Total Capital Funds	Total Capital Funds per Student
Albany #1 (Laramie)	3,834	\$85,938,226	\$27,659,688	\$25,699,128	\$139,297,043	\$36,332
Big Horn #1 (Cowley)	988	\$35,700,680	\$7,663,324	\$859,601	\$44,223,605	\$44,761
Big Horn #2 (Lovell)	695	\$15,995,007	\$6,977,614	-	\$22,972,621	\$33,054
Big Horn #3 (Greybull)	539	\$18,024,352	\$5,350,667	\$126,000	\$23,501,019	\$43,601
Big Horn #4 (Basin)	304	\$33,041,538	\$4,555,223	\$81,054	\$37,677,815	\$123,940
Campbell #1 (Gillette)	9,134	\$175,659,482	\$58,438,885	\$5,386,180	\$239,484,547	\$26,219
Carbon #1 (Rawlins)	1,832	\$86,244,943	\$17,044,013	\$26,500,000	\$129,788,956	\$70,846
Carbon #2 (Saratoga)	624	\$22,424,289	\$9,526,478	\$106,050	\$32,056,817	\$51,373
Converse #1 (Douglas)	1,795	\$16,231,588	\$14,025,254	\$1,222,225	\$31,479,067	\$17,537
Converse #2 (Glenrock)	665	\$15,945,844	\$7,644,505	\$1,500,000	\$25,090,349	\$37,730
Crook #1 (Sundance)	1,135	\$52,571,709	\$12,461,052	\$1,644,145	\$66,676,906	\$58,746
Fremont #1 (Lander)	1,700	\$75,426,857	\$14,743,572	\$7,439,927	\$97,610,356	\$57,418
Fremont #2 (Dubois)	150	\$18,054,375	\$3,129,942	\$797,677	\$21,981,994	\$146,547
Fremont #6 (Pavillion)	359	\$12,904,301	\$4,247,559	\$3,375,766	\$20,527,626	\$57,180
Fremont #14 (Ethete)	610	\$20,413,736	\$6,286,013	\$9,288,677	\$35,988,426	\$58,997
Fremont #21 (Ft. Washakie)	460	\$62,354,014	\$3,650,394	\$11,062,751	\$77,067,160	\$167,537
Fremont #24 (Shoshoni)	383	\$50,905,202	\$4,697,911	\$2,041,042	\$57,644,155	\$150,507
Fremont #25 (Riverton)	2,563	\$53,258,751	\$16,396,608	\$5,626,689	\$75,282,048	\$29,373
Fremont #38 (Arapahoe)	446	\$20,539,613	\$2,491,239	\$1,387,734	\$24,418,586	\$54,750
Goshen #1 (Torrington)	1,713	\$48,411,874	\$16,726,021	\$1,706,014	\$66,843,909	\$39,022
Hot Springs #1 (Thermopolis)	617	\$22,738,616	\$7,406,394	\$3,690,047	\$33,835,058	\$54,838
Johnson #1 (Buffalo)	1,284	\$77,346,195	\$10,359,201	\$10,192,237	\$97,897,633	\$76,244
Laramie #1 (Cheyenne)	13,761	\$293,058,622	\$75,403,442	\$29,356,900	\$397,818,964	\$28,909
Laramie #2 (Pine Bluffs)	987	\$31,705,573	\$9,679,349	\$127,388	\$41,512,310	\$42,059
Lincoln #1 (Kemmerer)	634	\$30,910,579	\$7,583,299	\$5,121,231	\$43,615,108	\$68,794
Lincoln #2 (Afton)	2,681	\$51,413,570	\$20,298,043	\$5,241,804	\$76,953,417	\$28,703
Natrona #1 (Casper)	13,059	\$486,153,003	\$79,327,203	\$2,935,207	\$568,415,413	\$43,527
Niobrara #1 (Lusk)	978	\$837,276	\$5,334,228	\$1,105,810	\$7,277,314	\$7,441
Park #1 (Powell)	1,761	\$77,769,431	\$12,264,639	\$4,898,697	\$94,932,767	\$53,908
Park #6 (Cody)	2,105	\$39,478,877	\$15,160,267	\$1,389,812	\$56,028,956	\$26,617
Park #16 (Meeteetse)	109	\$10,254,009	\$3,456,084	-	\$13,710,093	\$125,781
Platte #1 (Wheatland)	1,003	\$6,193,037	\$11,819,025	\$6,800,845	\$24,812,907	\$24,739

School District (City)	Enrollment 2014-15	STATE FUNDS		LOCAL FUNDS	TOTAL	
		Major Capital <sup>1</sup>	Major Maintenance <sup>2</sup>	Local Capital Funds <sup>3</sup>	Total Capital Funds	Total Capital Funds per Student
Platte #2 (Guernsey)	228	\$3,181,545	\$2,808,003	\$61,500	\$6,051,048	\$26,540
Sheridan #1 (Ranchester)	980	\$75,253,143	\$6,557,452	\$665,886	\$82,476,481	\$84,160
Sheridan #2 (Sheridan)	3,390	\$83,762,876	\$21,985,871	\$1,951,000	\$107,699,747	\$31,770
Sheridan #3 (Clearmont)	84	\$4,492,429	\$1,617,014	-	\$6,109,444	\$72,731
Sublette #1 (Pinedale)	1,035	\$21,266,569	\$7,472,540	\$30,706,074	\$59,445,183	\$57,435
Sublette #9 (Big Piney)	627	\$25,954,609	\$7,738,598	\$3,778,727	\$37,471,934	\$59,764
Sweetwater #1 (Rock Springs)	5,719	\$112,566,493	\$36,798,587	\$5,351,989	\$154,717,069	\$27,053
Sweetwater #2 (Green River)	2,726	\$30,550,704	\$23,343,490	\$15,060,253	\$68,954,447	\$25,295
Teton #1 (Jackson)	2,691	\$35,611,091	\$17,041,637	\$19,627,024	\$72,279,752	\$26,860
Uinta #1 (Evanston)	2,911	\$42,442,913	\$23,830,321	-	\$66,273,234	\$22,766
Uinta #4 (Mt. View)	791	\$31,473,673	\$7,867,925	\$1,322,434	\$40,664,033	\$51,408
Uinta #6 (Lyman)	721	\$15,312,918	\$7,614,722	\$3,949,401	\$26,877,041	\$37,277
Washakie #1 (Worland)	1,353	\$31,361,324	\$11,862,580	\$11,706,289	\$54,930,192	\$40,599
Washakie #2 (Ten Sleep)	91	\$398,221	\$1,754,999	\$512,500	\$2,665,720	\$29,294
Weston #1 (Newcastle)	784	\$30,309,276	\$8,547,584	\$3,702,892	\$42,559,752	\$54,285
Weston #7 (Upton)	264	\$10,365,575	\$3,681,372	\$1,229,029	\$15,275,976	\$57,864
Statewide projects	-	\$46,319,726	-	-	\$46,319,726	-
<b>Wyoming Total/Average</b>	<b>93,303</b>	<b>\$2,648,528,254</b>	<b>\$692,329,835</b>	<b>\$276,335,635</b>	<b>\$3,617,193,724</b>	<b>\$38,768</b>

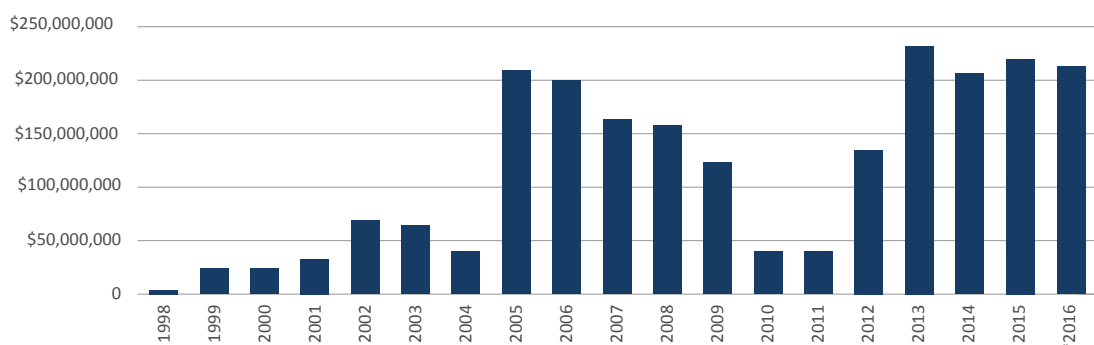
(1) Includes pipeline projects 1998-2001

(2) Estimates for 2015-16 biennium

(3) Best data available, from bond schedules reported by districts to WDE and SFD

The state appropriations were made possible because the legislature determined in 1998 to assign a portion of the revenue from the Coal Lease Bonuses to school facilities. From 1998 through 2016 the total revenue dedicated to K-12 public school facilities from Coal Lease Bonuses has been nearly \$2.2 billion.<sup>3</sup>

**Chart 2: Coal Lease Bonus \$ Dedicated to K-12 Public School Facilities**

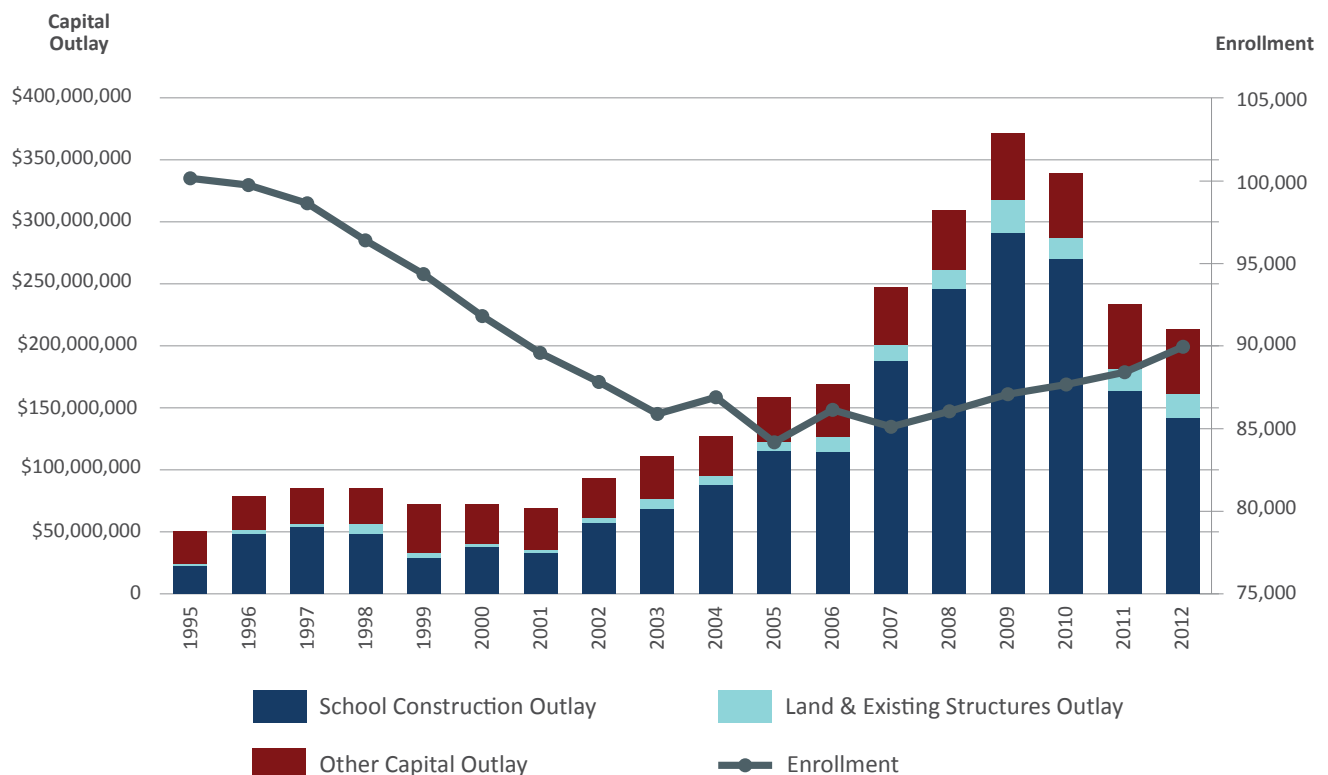


3 Data Source, Legislative Service Office, with 2016 amount estimated by the Consensus Revenue Estimating Group (CREG).

As of April 2015, the state and the local school districts expended more than \$1.9 billion of the total appropriations toward new construction and full or partial modernizations. With those funds, Wyoming's 48 school districts have built 74 new schools and fully modernized 35 schools, and in 2014, about 36,000 of the state's 92,000 students attended one of these new or modern schools. Additionally, 14 of the 32 schools rated in poor condition are already in some stage of planning, design, or construction with Major Capital funds. Over the next 2–3 years, these schools will shift from poor to excellent condition.

The history of capital outlay spending in Wyoming over the last 18 years as reported by school districts to the National Center for Education Statistics shows that significant capital outlay increases that have occurred since 2002. This level of investment has enabled Wyoming to move 198 schools from poor condition to good or excellent condition; address capacity issues created by enrollment increases; and improve the educational suitability of the school environment.

**Chart 3: Total Wyoming K-12 Public School Capital Outlay 1995-2012 and Enrollment**



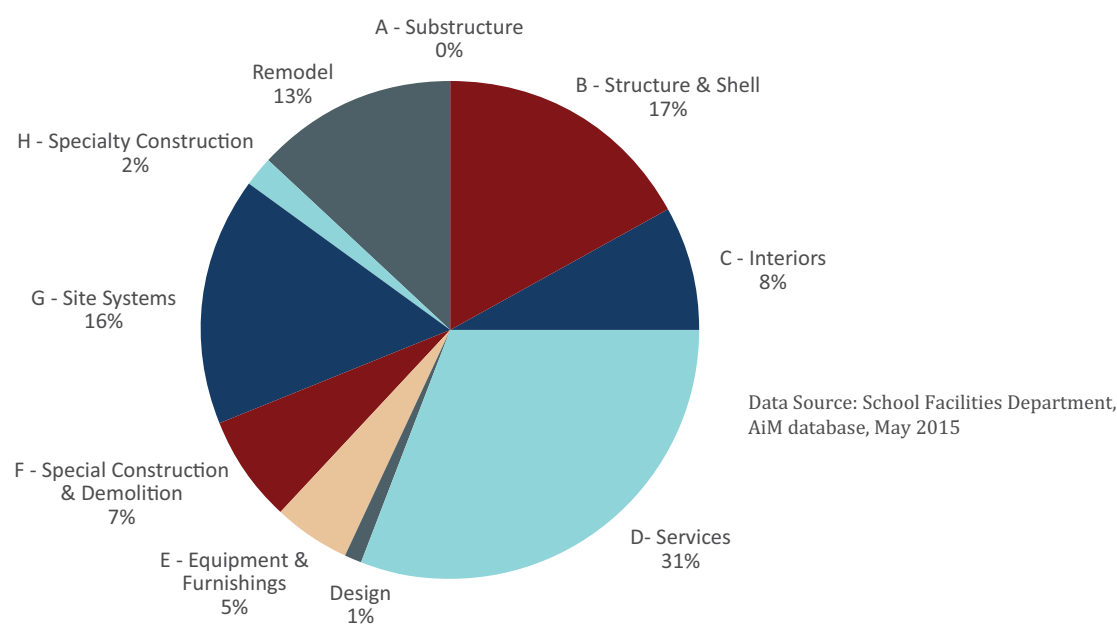
Data Source: National Center for Education Statistics, Analyzed by 21st Century School Fund

When replacing or modernizing to address the condition and capacity needs of schools, the Major Capital program has also improved the suitability of these schools such that their design, furnishings, and equipment support the delivery of instruction geared toward meeting the Wyoming Department of Education’s content and skill standards. The Major Capital funds have only been available for over-crowded schools or schools in the worst condition. However, all school facilities need periodic upgrades and replacement of components, systems, finishes, equipment, and furnishings. For this reason, Wyoming’s Major Maintenance funding program has been essential.

The Major Maintenance funding provides for the non-periodic repair or replacement of building systems that are required to continue the use of the facility at its original capacity for its original intended use.<sup>4</sup> Between 1998 and 2016, Wyoming has allocated \$691 million in Major Maintenance funding to its school districts.

The Major Maintenance funding has enabled school districts to keep their facilities in adequate condition, extend the life of their facilities with minor and major repair and system or component replacement, as well as make improvements to the facility to support teaching and learning. Major Maintenance funds have been spent on a tremendous array of projects. Chart 4 shows how districts budgeted about \$270 million of Major Maintenance funds over the five year period between 2011 and 2015 by types of projects, designated by their Unifomat Categories A through H and “Remodel” and “Design”.

**Chart 4: Major Maintenance Budget Categories (2011-2015) All Wyoming Districts**



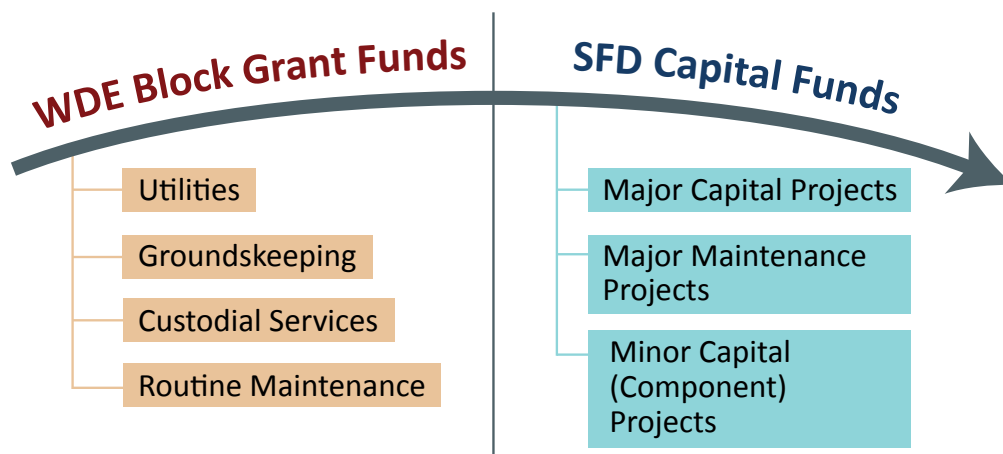
<sup>4</sup> W.S. § 21-15-109(a)(iii).

The largest area of expenditures is “D-Services” which includes plumbing, electrical, HVAC, elevators, and fire protection. The next highest area of spending is “B-Structure and Shell” which includes the roof, windows, doors (including hardware), and exterior walls. Fully 16 percent of the Major Maintenance expenditures over these 5 years (2011–2015) were for site-related improvements such as repaving parking lots, repairing sidewalks, and replacing playground equipment and exterior fencing.

Another significant area of Major Maintenance spending is “remodeling” (13 percent). The spending in this category largely aligns with school district facilities projects to make designated areas more educationally or programmatically suitable. This category of spending includes items such as renovations to the library, casework for a kindergarten classroom, replacing cafeteria windows, flooring, and roofing, as part of “Remodel cafeteria,” among many, many other projects that involved upgrading space for the end users.

The Major Capital Program and the Major Maintenance Program are essential for eliminating building and grounds deficiencies and preventing them. However, school districts would not get cost effective results with Major Maintenance funding without the important work of the district custodians, groundskeepers and maintenance staff. The upkeep of buildings and grounds and the routine and preventive maintenance, as well as minor repairs are essential and the first line of defense in asset preservation. The routine maintenance of Wyoming school buildings is the direct responsibility of the local district and not under the purview of the School Facilities Commission or the School Facilities Department. It is funded out of the Wyoming Department of Education block grant as part of the “basket of goods” needed to deliver education. Without adequate routine and preventive maintenance of the facilities, the full life of the capital investments recently made will be much shorter than they could be.

*Figure 1: Funding for the Built Environment*

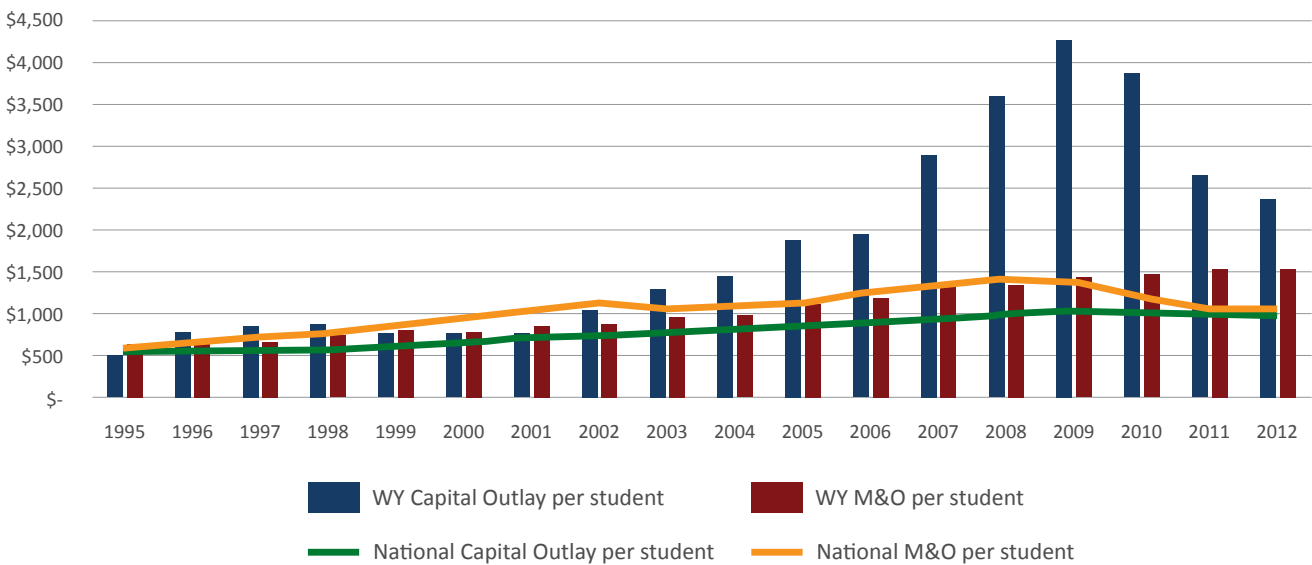


# Wyoming Facilities Efforts Lead the U.S.

Every year, each of the nearly 15,000 school districts report expenditures on capital outlay and facilities maintenance and operations to the U.S. Census of Governments and the National Center for Education Statistics.

Chart 5 compares Wyoming’s capital outlay<sup>5</sup> and maintenance and operations expenditures<sup>6</sup> on K–12 public schools on a per-student basis against the national averages over the 18-year period from fiscal years 1995 to 2012.<sup>7</sup> Although Wyoming spent below the national average on capital outlay per student from 1995 through 2002, Wyoming has significantly outspent the national average for capital outlay since 2003.

*Chart 5: Wyoming Capital Outlay and Maintenance & Operations Spending vs. the National Averages, 1995 to 2012*



Data Source: National Center for Education Statistics F-33, Fiscal Survey, Analyzed by 21st Century School Fund

5 Capital outlay includes school construction, purchase of land and existing structures, and—as a much smaller share (on average 15% nationally)—equipment and “other” related items. The capital outlay figures for Wyoming in Table 1 and Chart 4 include the funding of the Major Capital, Major Maintenance, and Minor Capital (Component) programs

6 The M&O expenditure figures in Chart 4 include spending on utilities, custodians, building engineers, groundskeepers, and maintenance workers, and contracts for the routine maintenance, minor repairs and operations of school facilities.

7 The \$892 billion (non-inflation-adjusted) spent by all U.S. school districts for K–12 capital outlay from 1995 through 2012 was almost entirely paid for with state and local revenues. The federal government provides essentially no funding for public school facilities except for limited funding through the Federal Emergency Management Agency (FEMA) to address schools damaged by natural disasters. School districts can use federal Impact Aid funds for facilities if they choose, and the U.S. Department of Education operates a small charter school facilities enhancement program.

The data show that, not only have Wyoming’s maintenance and operations expenditures been higher than the national average, they have been increasing steadily. As noted above, this spending has been an integral part of Wyoming’s asset preservation efforts to date.

Table 1 shows the total capital outlay on school facilities from 1995 – 2012 from both state and local funding sources—of the ten highest spending states. According to these data, over the 18-year period from fiscal years 1995 to 2012, Wyoming spent an average of \$31,867 per student. This is the highest spending of any state.

**Table 2: Ten States with the Highest Capital Expenditures per Student 1995-2012**

Rank	State	Average Public School Enrollment	Total Capital Outlay	Total Capital Outlay by Average Enrollment	State Pays more than 20% of Capital Outlay
1	Wyoming	90,364	\$2,879,641,948	\$31,867	YES
2	Alaska	131,179	\$3,697,080,996	\$28,183	YES
3	New York	2,793,127	\$70,000,958,364	\$25,062	YES
4	Nevada	365,212	\$9,070,545,000	\$24,836	NO
5	Delaware	117,398	\$2,717,222,988	\$23,145	YES
6	Florida	2,486,640	\$57,387,019,974	\$23,078	NO
7	South Carolina	684,277	\$15,621,302,978	\$22,829	NO
8	New Mexico	327,729	\$7,422,481,960	\$22,648	YES
9	Washington	1,010,011	\$22,640,630,981	\$22,416	NO
10	Texas	4,301,424	\$96,043,424,880	\$22,328	NO

Data Source: National Center for Education Statistics F-33 Fiscal Survey, analyzed by the 21st Century School Fund.

The states’ roles in K–12 facilities funding, standards, management, and oversight vary greatly across the United States. Of the 50 states, 11 provide no funding to local districts for school facilities.<sup>8</sup> Of the 39 states that do provide capital outlay funds to school districts, only 17 states and Wyoming provided more than 20% of the state’s total capital outlay during the period from 1995 to 2012.<sup>9</sup> During the 17 years from 1995-2012, the State funded an average of 63% of all capital outlay made in Wyoming. However, in the most recent years, the state has provided 96% of all facilities-related capital outlay in Wyoming. The remaining 4% has been local funds for enhancements.

8 States where school districts reported to NCES that they had received NO revenue from the state for capital outlay for fiscal years 1995 to 2012: Idaho, Indiana, Louisiana, Michigan, Missouri, Montana, Nebraska, Nevada, Oregon, South Dakota, Wisconsin.

9 States which reported to NCES that they had more than 20% of their capital outlay expenditures paid for with revenue from the state: Alaska, Alabama, Arizona, California, Connecticut, Delaware, Hawaii, Kentucky, Massachusetts, Maryland, Maine, Minnesota, New Hampshire, New Jersey, New Mexico, Ohio, Rhode Island, and Wyoming.

Nationally, the landscape for state roles and responsibilities for public school facilities is changing and moving more strongly toward state standards, funding, and oversight to ensure that there is greater equity across districts and that districts provide adequate facilities. At the same time, states and districts are working to ensure there is local control of critical aspects of planning, decision making, procurement, and oversight.

South Carolina was recently required to move to a statewide property tax to fund schools because disparities in local district wealth resulted in inadequate and inequitable facilities conditions. Iowa uses a statewide sales tax to help districts with school facilities capital needs. The revenue generated from this sales tax is distributed to local districts by formula, and they can accrue funds from year to year in order to cover large capital expenditures or use it to borrow against to finance their needed building improvements. Policy advocates in Nevada are making the case now for state involvement in K-12 public school facilities funding. As states increase their share of financial responsibility, they increase their engagement with districts on policy, standards, and practices.

Only six states—including Wyoming—operate a stand-alone state agency with substantial responsibility for K-12 facilities.<sup>10</sup> Although Wyoming's program is still young, it is one of the most developed of all of the states' facilities programs in that it maintains an interest in all public school facilities even when the facility is not the subject of a Major Capital project. In contrast, the school-facilities authorities of Massachusetts, Ohio, and New Jersey primarily engage with a school district only when they are engaged in major capital projects.

One state-level agency that is engaged with the full spectrum of facilities responsibilities is the New Mexico Public School Facilities Authority (NMPSFA). NMPSFA was established in 2002 after the Zuni lawsuit. NMPSFA serves as staff to the New Mexico Public School Capital Outlay Council (PSCOC) and assists school districts in the planning, construction, and maintenance of their facilities. In FY 2015, NMPSFA had 51 staff members. NMPSFA engages in the entire arc of the life of school facilities, from planning, design, and construction to facilities data management and the preventive and routine maintenance and training needed to extend the life of the facilities.

More than any other independent state agency or state department of education, NMPSFA is working to shift its focus from doing major capital projects to ensuring that existing facilities are appropriately maintained.

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10 States with standalone K-12 school facilities agencies fiscally independent of their state's department of education: Arizona, Ohio, New Mexico, New Jersey (only for Abbott school districts), Massachusetts, West Virginia, and Wyoming.



NMPSFA is doing this by requiring annual facilities maintenance plans, setting maintenance standards, providing checklists on routine and preventive maintenance for districts, doing inspections, and rating the quality of districts' routine and preventive maintenance. They analyze the results of their inspections, report on these results, and work with the districts to continually improve facilities performance. Like Wyoming, while New Mexico continues to fund and oversee major capital projects and plans, the state is concerned with ensuring that the next generations of public school students will be able to enjoy the full value of the capital investments made by the taxpayers in the recent years.

## Continued K-12 Facilities Support is Critical for Wyoming

Even though there have been historic investments in Wyoming public school facilities, it is critical that there be a full spectrum of support for school facilities. There needs to be an arc of support from maintenance and operation funds in the Wyoming Department of Education Block Grant program to regular and periodic capital investments through the School Facilities Department.

### THE WDE BLOCK GRANT FOR MAINTENANCE AND OPERATIONS LAYS THE FOUNDATION

WDE provides annual funding for routine and preventive maintenance, minor repairs, custodial and grounds-keeping support, and utilities. WDE recently compared actual district spending for maintenance and operations to the block grant model. There are significant differences between the model's estimates of the cost of utilities and of facilities-related salaries and what districts have been spending. In the case of utilities, school districts on average have been spending 11% more on utilities than they were funded for in the model.

**Table 3: Comparison of Actual Utilities and Block Grant Model**

2013-14 Utilities		
Expenditures	Difference from Model	Total Exp. as % of Model
<b>\$37,781,546</b>	<b>\$3,704,348</b>	<b>111%</b>

School districts on average have been spending 8% more on maintenance and custodial salaries and benefits than they are funded for in the model. They also have been employing about 200 fewer custodians, groundskeepers, and maintenance workers than were costed out in the model. Some of these budgeted positions have been realized as contracted services.

**Table 4: Comparison of Block Grant Model and Actual Expenditures for Salaries and Staffing**

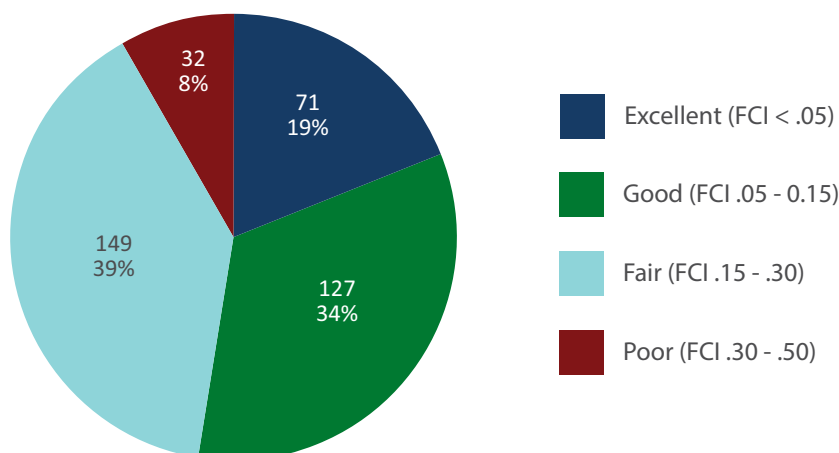
2013-14 Facilities Maintenance Related Salaries				# Staff 2013-2014	
Average Salary	Model Salary	Salary as % of Model	Regular-to-Model Difference	Model O & M Staff	Actual-to-Model Difference in Staff
\$35,331	\$32,810	108%	\$2,521	1,509	(205)

Not surprisingly, school districts still spent 98% of their total operations and maintenance funds from the block grant on their facilities maintenance and operation responsibilities. However, the statewide average masks wide variation between districts for how much districts allocate of their block grant funds for school facilities maintenance, grounds-keeping, minor repairs and utilities. In 2013-14 there were ten districts that spent less than 70% of the model costs on operations and maintenance of their school and administrative facilities. At the same time, six districts spent over 115% of the model costs on operations and maintenance. This is an issue for capital planning and budgeting because inadequate basic routine and preventive maintenance reduces the life expectancy of facilities and low spending on operations and maintenance may mean facilities will need major and minor capital funds sooner.

## PREDICTABLE MAJOR MAINTENANCE AND MINOR CAPITAL (COMPONENT) SUPPORT IS CRITICAL

In addition to the need for adequate routine and preventive maintenance and minor repairs of school buildings and grounds, there is also the need for capital renewals of major systems, components, fixtures, furnishings, and finishes. All aspects of buildings and grounds are affected by use, age, and the environment. According to a June 2013 condition index report on all of Wyoming's school facilities, 53% of Wyoming's school facilities were in excellent or good condition, 39% were in fair condition, and only 8% or 32 schools were in poor condition. As recounted already, 14 of the 32 schools in poor condition are funded in the Major Capital Program and are in some stage of planning and design.

**Chart 6: Number and Percent of Schools by 2013 Facility Condition Index (FCI)**



The average age of the 149 schools in fair condition was 45 years. In a January 2014 survey, 75% of the 44 responding districts said they had submitted or were planning to submit a project for Minor Capital (Component) funding. One stakeholder commented:

“Remember where we were 13–14 years ago. Kudos to all for where we are today, but we still have major capital needs for buildings over 50 years old.”

– District Stakeholder, May 2015

## MAJOR CAPITAL PROJECTS ARE STILL ESSENTIAL

Not only does the arc of facilities support need to sustain basic buildings so they are healthy, safe, and efficient to operate, but school facilities also need to respond to changes in enrollment and space-utilization standards. Although WDE projects only slight increases statewide in enrollments over the next five years, and enrollment grew only 1.18% statewide between 2013 and 2014, the average changes in enrollment mask variations in growth and decline by school. WDE reported that 18 districts had zero to negative growth from 2013 to 2014, but 30 districts showed some growth and, within districts, particularly because of the extensive geographic size, growth in one community may overwhelm a school even when there is no growth or decline in another area of the same district.<sup>11</sup> Major Capital projects can help districts meet the demands of their communities for school capacity when they arise. However, while they can be planned for, projects for new capacity are by their nature non-uniform and do not occur predictably.

## Opportunities for Continued Improvement and Fiscal Efficiencies

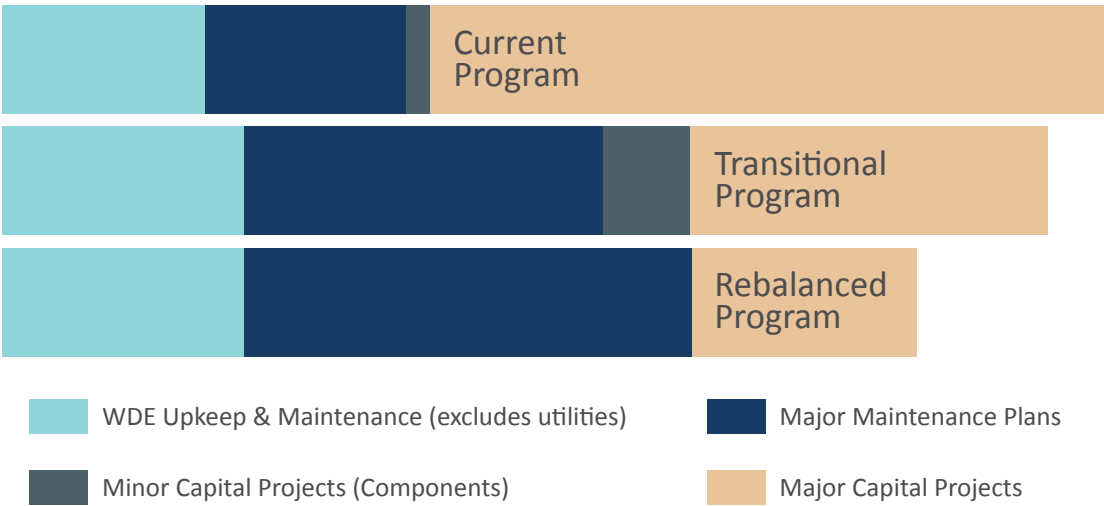
In our opinion, Wyoming is uniquely positioned to plan for a state facilities program that supports local control for facilities improvements, asset preservation, and fiscal efficiencies. The Major Capital Program has been essential to reducing the backlog of facilities deficiencies in the worst-condition schools and in meeting the need for capacity where enrollment has increased. However, as progress has been made in addressing the worst facilities conditions and the schools that were most overcrowded, a rebalancing of the program is needed.

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<sup>11</sup> WDE enrollments; and WDE projections.

Specifically, we think the State should be preparing to move from a facilities program designed around deficiency remediation - with a large Major Capital Program, a partially funded Major Maintenance Program, and a very small Minor Capital (Component) Program illustrated in Figure 2 - to a rebalanced facilities program designed around a fully funded Major Maintenance Program and a targeted Major Capital Program. We think the cornerstone of a rebalanced program is an enhanced Major Maintenance Program, which at its core, is a locally controlled, plan-based effort. A smaller Major Capital Program would be principally dedicated to projects that add significant capacity, respond to emergencies, and help implement state initiatives such as the security initiative currently underway.

**Figure 2: Schematic of Relative Levels of Funding in Wyoming’s Current, Transitional and Rebalanced Facilities Program**



A transitional program is suggested because, when we examined ideas and options for asset preservation with the local districts, there were concerns expressed by school districts still working with older facilities, components, and systems about how they would be able to save enough Major Maintenance funding to address large projects that are coming in the near term. We acknowledged that this would be a problem unless there were a way to “front-fund” these projects. Based on this input and our analysis of the facilities data, we think it makes sense to plan a transition period over a number of years as the Major Capital Program becomes less significant and initially increase both Major Maintenance and Minor Capital (Component) funding as shown above in the Transitional Program.

“I have felt unclear for three years about the process and the criteria used to prioritize components.”

– District Stakeholder, May – 2015

A concern about the transitional program which expands the Minor Capital (Component) Program is that districts have not been clear about how to obtain access to funding for Minor Capital (Component) projects. Even though many things have been done recently to improve transparency, school district stakeholders think the criteria for accessing funds could be clearer. They are also concerned that they cannot plan based on Minor Capital (Component) funding because of its unreliability. The highest weighted factor for eligibility for component funding is whether the district has funding in its Major Maintenance account (See Table 4). This evaluative criterion encourages districts to spend down their Major Maintenance funding so that the district will be eligible for Minor Capital (Component) funding and NOT try to save funds for future projects. This works in opposition to a best practice asset management program and to the statutory purpose of the Major Maintenance Program, which is to provide for system replacements and upgrades that must occur at irregular intervals. In order to do so, districts would necessarily have to have saved funding in their Major Maintenance accounts.

**Table 5: SFD Evaluative Criteria and Weights for Recommending Component Funding**

	Weight
STATUS OF MM* ACCOUNT	35
POTENTIAL EFFECT ON SCHOOL OPERATIONS / CLOSURE	10
POTENTIAL EFFECT ON FACILITY CONDITION	10
NEEDS INDEX / DATE BUILT	10
SAFETY AND HEALTH	25
RETURN ON INVESTMENT	5
SCOPE AND ESTIMATE	5
*Major Maintenance	

The disincentives can be eliminated by clarifying the criteria for Minor Capital (Component) project funding and ensuring that priority is not given to projects where districts have neglected to effectively plan and spend their Major Maintenance and WDE routine and preventive maintenance funds.

In discussions with stakeholders about the rebalanced program, there were also concerns raised about the accountability of school districts for their Major Maintenance and routine and preventive maintenance plans, projects, and practices. We examined the Major Maintenance plans for all the school districts to see whether their decisions appeared inconsistent with a state interest in asset preservation and good

stewardship of the facilities. In our opinion, the distribution of the funding for the types of projects described earlier in Chart 3 was appropriate for a school facilities asset preservation program. However, we think the Major Maintenance planning currently done is primarily reactive and that better planning, analysis, and reporting for long- and medium-term improvements will help improve the accountability and extend the life and performance of facilities.

One final concern associated with the rebalancing of the facilities funding program results from the reduced opportunities to address the need for education suitability with a much smaller Major Capital Program that addresses condition and capacity needs. When educational practice changes, there are sometimes facility improvements or modifications needed to ensure that student populations can be served adequately and that the teachers, administrators, and students are well supported in their work. The challenges to finding objective criteria for suitability cannot be overstated. Imagine objective criteria for “beauty” and you can appreciate the problem. Design guidelines developed by the Ohio School Facilities Commission fill three volumes and are revised regularly. California worked to define a “complete” school facility but did not finish the task due to the conflicts between prescriptive definitions and guidelines of the type used in Ohio and the need for flexibility in the delivery of education. Because of the importance and challenges to definitions and prioritizing suitability projects, local districts need to have flexibility with their facilities funding programs to respond to the needs of teachers, students, administrators and families—their community of end users.

## **BENEFITS OF REBALANCING THE FACILITIES FUNDING PROGRAMS**

We think an enhanced Major Maintenance Program will ensure that school districts retain the value of the investments that the state and their communities have made and will:

- **encourage better routine and preventive maintenance and minor repairs;**
- **support timely system and component repairs and replacements;**
- **deliver more economical suitability and minor capacity improvements; and**
- **continue to advance equity in access to adequate school facilities throughout the state**

Finally, we think that an ongoing and stable funding level for major maintenance—although lower than the recent 14 year average level of spending—will create a healthier economic environment for contractors, employers, and employees. Boom-and-bust cycles—while familiar in Wyoming—are challenging and costly for K-12 infrastructure, which is an ongoing responsibility for communities and the state.

## Potential Impact of Asset Preservation Emphasis on SFD Policy and Practice

Transitioning from a state-level facilities program that has been focused on major capital projects to one that is designed to support district-level Major Maintenance plans will involve adjustments to the current policies and practice of the School Facilities Department. A facilities program that sustains a portfolio of adequate and equitable school facilities requires a state and local partnership. The requirements to rebalance the Wyoming K–12 facilities program are adjustments to policies and processes already in place, not major changes. Current staff and structures should be well able to make the adjustments envisioned over time. We have identified the major areas that a rebalanced facilities program will impact; these are planning, data management, decision making, funding, and accountability.

### ENHANCED PLANNING FOR THE LIFE- CYCLE OF BUILDINGS AND GROUNDS

A state facilities program designed to sustain facilities in good repair and respond to the needs and demand for capacity and suitability should be built around a strong planning foundation. Key elements of this already exist in code and at the School Facilities Department. However, modifications to the current planning processes of SFD would be required.

A modified master and capital planning approach would use new data to plan for capital renewals as well as increase the role of the Wyoming Department of Education with regard to the non-construction elements that are a part of an educational facilities master plan including such issues as changing the grade configurations; limiting or expanding school enrollment sizes; and adjusting boundary or student assignment policies.

SFD will want to increase its own capacity to support district site, master, and capital planning, as well as establish a specific connection between districts' master and capital planning and their routine and preventive maintenance planning and practice. The state should permit the use of Major Maintenance funding for facilities planning, including for data management and the new requirements for community engagement in facilities planning. SFD should assist districts with developing a structured preventive-maintenance program that is documented and approved.

PLAN-BASED DECISION MAKING

A state program designed around asset preservation should be based on the approval of plans rather than of individual projects. In a plan-based facilities program, the School Facilities Commission would approve the capital plan developed by the school district and the SFD. The SFD would continue to assist school districts in planning, execution, and authorization of project activities.

Prior to SFC consideration, the local district trustees would need to provide evidence of the review and approval of their educational facilities master, capital, and maintenance plans. Because suitability is most difficult to standardize at the state level, decisions on projects that include facility modifications for education suitability should be made at the district level. However, the SFC will ensure that the capital plans for Major Maintenance funding are certain to preserve the value of the capital investments already made.

PREDICTABLE, STABLE, AND SUFFICIENT FUNDING

Stable and sufficient funding are key requirements for effective facilities management and asset preservation. With a rebalanced program, and with Major Maintenance as the primary program, the Major Maintenance program needs to be adequately funded. Currently, there is a statutorily driven formula for Major Maintenance that is based on the building-science research into what is required to maintain a building already in good repair such that it stays in good repair. This is a valid approach to budget planning. However, for it to be an effective formula for keeping facilities in good repair, the formula needs to be accurately calculated and the scope of Major Maintenance work needs to be clear.

There are two factors used in this formula that result in significant under-funding of Major Maintenance responsibilities: 1) the amount of allowable gross square footage and 2) the current replacement value.

Figure 3: Major Maintenance Formula

Allowable Square Footage X Current Replacement Value X 2%

Expand Funded Space in the Major Maintenance Formula

The square footage in the Major Maintenance formula that provides “Funded CSF of Space” is a subset of the actual square footage that school districts operate and maintain. The funded space amount results from a complex set of calculations that derive from the state’s adequacy standards which defines the “allowable GSF”, the type of building, and whether the building is less than 7 years old. On average, districts are funded



for only 87% of their current active square footage. Table 5 shows the share of all school districts' building space that is funded in the Major Maintenance formula.

**Table 6: Comparison of Actual and Allowable Gross Square Footage of School District Space**

	Allowable GSF of Space	Funded GSF of Space	Actual GSF of Space	% Funded in MM	Amount of GSF of Excluded Space
Education Space	15,960,539	17,557,005	20,096,085	87%	2,539,080
District Office Space	854,796	757,606	854,796	89%	97,190
Warehouse Space	1,411,907	1,270,810	1,411,907	90%	141,097
Average/Total	18,227,242	19,585,421	22,362,788	87%	<b>2,777,367</b>

The challenge this formula is designed to address is an important one. Because of the large geographic area and sparse population—there is more public school facilities space per student in Wyoming than any state in the nation...comparable to Alaska. Every square foot of building space requires utilities, cleaning, maintenance, repairs and ultimately capital renewals of the basic roof, windows, electrical, mechanical and plumbing systems needed in school facilities. The state, as the funder of school facilities, has an interest in both adequate facilities, but also efficient school facilities. Without constraints on operating cost allocations and with the state paying for major capital improvements, school districts have no incentive to look for ways to be more efficient, whether through consolidations, organization of grade levels, or through the planning and design of efficient new and modernized schools.

### **Adjust Major Maintenance Formula for Wyoming**

The second formula factor at issue is the estimate of current replacement value. The cost-factor multiplier for current replacement value is currently about \$150 per GSF. However, the SFD reports in its FY 2013 Annual Report that its actual current average construction cost for schools is approximately \$237 per GSF, or 58 percent higher than the formula multiplier. JFW, Inc analyzed the R.S. Means estimates and the actual costs of school construction using an adjusted R.S. Means for a current Wyoming elementary school project.

In a comparison of the R.S. Means cost categories and estimates for 2015 used for the Major Maintenance Formula, we found two areas contributing to the under-statement of current replacement value. First, we found that an R.S. Means cost index adjusted for Wyoming would equate to \$179 per GSF rather than \$150 per GSF for building construction. Second we found that the R.S. Means cost categories do not include any costs related to site improvements.

The building construction estimate is low because R.S. Means does not include casework and the electrical and security related costs are low compared to actual Wyoming school facilities costs. When sitework is included

in the current replacement value formula, an additional \$43 per GSF of replacement value costs would be added to the formula, for a total of \$222 per GSF. It is important to note that between 2011 and 2015, school districts budgeted 16% of their Major Maintenance funds for site-related improvements. (Refer to Chart 3: Major Maintenance Budget Categories). According to statute, the R.S. Means construction costs can be modified to reflect current Wyoming construction costs, as determined by the department of administration and information, division of economic analysis, so this can be modified without a change to statute.

## DATA-DRIVEN ACCOUNTABILITY FOR ASSET PRESERVATION

In a well-managed asset preservation program, information is key. Districts will need to collect and manage building and site specific information about key components, systems, equipment, furniture, fixtures and finishes. A facilities program designed to sustain rather than initiate major investments needs revisions to its data collection, planning and reporting to better support the decision making and accountability for asset management. Currently, the facilities assessment process provides a way for Wyoming to comparatively rank the condition of school facilities and plan for the major capital projects school by school. However, the 2012 Facilities Condition Assessment & Building Data Collection Project Report makes clear that this assessment data should not be used for planning.

*The BMAR (Backlog of Maintenance and Repair) method is useful in gaining a global understanding of deferred maintenance backlog numbers. It provides excellent consistency for relative comparisons of condition and validation of prioritization of capital expenditures between facilities. **It does not provide any useful information, nor was it ever intended to, regarding long-term facility capital investments requirements or near-term specific projects as it is based on a set of proto-typical model facilities.** [Emphasis added].<sup>12</sup>*

To support a system of data-driven accountability, districts will need basic information on building and site components, their life cycles, and cost estimates. Although collecting the initial data on these key systems, components, equipment, fixtures and furniture requires considerable work, some districts are likely to already have the data collected. Even for those who do not, however, once the collection structure has been established, the district can use the planning template to both track building performance and plan for repairs and replacements.

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12 Facility Engineering Associates: 2012 Facilities Condition Assessment & Building Data Collection Project, Sept. 28, 2012.

To illustrate the concept, our team has developed an interactive template that generates a 20-year estimate of cash flow based on a projected capital-renewal budget for building and site components, systems, finishes, furniture, and fixtures in a district's inventory. The graphic below highlights key data points from the template that would be shared between the state and districts that will help plan, manage, and budget for school facilities needs in the near, medium, and long terms.

**Figure 4: Sample Impact of Extension of an Element's Useful Life**

Component Inventory			Component Life-Cycle Analysis							Component Life-cycle Cost Data		
Units			Year Placed in Service	Estimated 1st Year to Replace	Original Anticipated Life	Remaining	Calculated Life Based on Scenario	User Adjustment to Remaining Life	Total Remaining With User Adjustment	WY Adjusted RS Means Current Replacement Value	Total Future cost of replacement (for next 20 yrs) Note 2	Cost Benefit/Loss associated with change in Useful Life
1	A1001	SPECIAL FOUNDATIONS	2000	2010	70	65	65	0	65	\$ 1,835,094	Note 3	\$ -
1	A2002	BASEMENT WALLS	2015	2065	70	70	70	0	70	\$ 45,414	Note 3	\$ -
1	B1015	FLOOR CONSTRUCTION	2015	2065	70	70	70	0	70	\$ 1,089,970	Note 3	\$ -
1	B1020	ROOF CONSTRUCTION	2015	2065	70	70	70	0	70	\$ 302,291	Note 3	\$ -
1	B2010	EXTERIOR WALLS	2015	2065	60	50	50	0	50	\$ 933,878	Note 3	\$ -
1	B2020	EXTERIOR WINDOWS	2015	2060	35	35	35	0	35	\$ 360,316	Note 3	\$ -
1	B2030	EXTERIOR DOORS	2015	2035	20	20	20	0	20	\$ 66,498	\$ 73,448	\$ -
1	B3010	ROOF COVERINGS	2015	2035	20	20	20	0	20	\$ 821,971	\$ 1,068,502	\$ -
1	C1010	PARTITIONS	2045	2045	30	30	30	0	30		Note 3	\$ -
1	C1020	INTERIOR DOOR FITTINGS	2035	2035	10	10	10	0	10		Note 3	\$ -
1	C1030	STAIR CASES	2035	2035	20	20	20	0	20		Note 3	\$ -
1	C2010	STAIR FINISHES	2035	2035	10	10	10	0	10		Note 3	\$ -
1	C3010	WALL FINISHES	2015	2035	10	10	10	0	10		Note 3	\$ -
1	C3020	FLOOR FINISHES	2015	2035	10	10	10	0	10		Note 3	\$ -
1	C3030	CEILING FINISHES	2015	2035	10	10	10	0	10		Note 3	\$ -
1	C2010	PLUMBING FIXTURES	2015	2040	25	25	25	0	25	\$ 605,094	\$ 73,448	\$ -
1	C2020	DOMESTIC WATER DISTRIBUTION	2015	2045	30	30	30	0	30	\$ 124,028	Note 3	\$ -
1	C2030	SANITARY WASTE	2015	2065	60	50	50	0	50	\$ 948,003	Note 3	\$ -
1	C2040	RAIN WATER DRAINAGE	2015	2065	60	50	50	0	50	\$ 115,489	Note 3	\$ -
1	C3010	ENERGY SUPPLY	2015	2065	40	40	40	0	40	\$ 93,023	Note 3	\$ -
1	C3020	HEAT GENERATING SYSTEMS	2015	2035	20	20	20	0	20	\$ 103,857	Note 3	\$ -
1	C3040	DISTRIBUTION SYSTEMS	2015	2065	60	50	50	0	50	\$ 294,952	Note 3	\$ -
1	C3060	CONTROLS & INSTRUMENTATION	2015	2033	15	15	15	0	15	\$ 1,062,436	Note 3	\$ -
1	C4010	FIRE PROTECTION SPECIALTIES	2015	2045	30	30	30	0	30	\$ 166,170	\$ 216,022	\$ -
1	C4020	ELECTRICAL SERVICE & DISTRIBUTION	2015	2050	40	40	40	0	40	\$ 200,096	Note 3	\$ -
1	C5010	LIGHTING & BRANCH W/	2015	2050	40	40	40	0	40	\$ 152,975	Note 3	\$ -
1	C5020	COMMUNICATIONS & SE	2015	2050	40	40	40	0	40	\$ 984,290	Note 3	\$ -
1	C5040	EMERGENCY POWER S	2015	2050	40	40	40	0	40	\$ 222,046	Note 3	\$ -
1	E1000	INSTITUTIONAL EQUIP/	2015	2050	40	40	40	0	40	\$ 225,315	\$ 298,109	\$ -
1	E2010	FIXED FURNISHINGS	2015	2045	30	30	30	0	30	\$ 40,280	Note 3	\$ -
1	F1021	INTEGRATED ASSEMBLIES	2015	2040	25	25	25	0	25	\$ 14,124	\$ 18,362	\$ -
1	G10	SITE PAVING	2015	2035	20	20	20	0	20	\$ 16,838	Note 3	\$ -
1	G10	SITE PLAYGROUND AND ATHLETIC FACILITIES	2015	2035	20	20	20	0	20	\$ 631,448	Note 3	\$ -
1	G10	SITE UTILITIES	2015	2060	35	35	35	0	35	\$ 174,301	Note 3	\$ -
Total Anticipated Expenditures, By Year										\$ 14,843,419	\$ 6,891,096	\$ 43,204

Just as the AiM data organizes assessments by building and district, this process will show what needs to be done, when, and how much money will be required in the year in which a project needs to be completed. Using this process, districts and the state will have a greater understanding of the direct impacts of their practices and greater accountability for the health and efficiencies of facilities. Districts will be able to determine the factors—such as routine maintenance, quality of components and products, and the intensity of use—that affect a facility's longevity. This information will help districts and the state determine measures required to improve the life of their facility systems, components, equipment, furniture, and fixtures.

## State and Local Partnership for Adequate K-12 Facilities

In our opinion, SFD can lead the state's facilities program so that it continues to build trust with local districts and ensures that state and local decision-making processes link data, public input, transparency, and sound research to both state and local decisions. With a full-funded Major Maintenance formula, high-performance asset management should result in savings. For example, if a district can extend the life of its major facilities components (excluding foundation and structure) by 20%, it will realize a savings of around \$16 per GSF of replacement value. By contrast, if the lifespans of the major facilities components are shortened by 15%, then the loss of value is approximately \$11 per GSF of replacement value. With incentives for good stewardship of facilities aligned and balanced with the SFD program, the SFD and the districts have the opportunity to support the continuous improvement of facilities and share in the savings.

## Conclusion

Through its K-12 facilities program, Wyoming has achieved great progress in school facilities conditions, capacity, and suitability. There is still considerable work to be done to address remaining facilities deficiencies, but there is also tremendous opportunity to retain the value secured by the state facilities program to date and to continue to improve the conditions for students, teachers, and communities. Ongoing support for the delivery of adequate and equitable public school facilities not only advantages those who use the schools but also contributes to the economic growth of the state by encouraging young families to stay in the state and move to Wyoming. Stable and sufficient funding of K-12 facilities also provides work to those responsible for the care and delivery of our K-12 public-education infrastructure. A full-funded Major Maintenance program is likely to create more stable local employment than a program dependent on major capital projects. When there is concentrated construction, costs rise and companies need to use out of state companies and even workers to do the work. A stable, predictable and adequate funding source and system for sustaining adequate and equitable facilities as an integrated part of the future will be great for students and teachers and good for the Wyoming economy.



# **21<sup>st</sup> CENTURY SCHOOL FUND**

IMPROVING URBAN PUBLIC  
SCHOOL FACILITIES

21st Century School Fund is a not-for-profit organization founded in 1994 to build the public will and the public capacity for modernized public school facilities. 21CSF is a well-respected and relied-upon source of research, policy analysis and technical assistance for communities, school districts and states on the public engagement, policies and practice that support the delivery of healthy, safe and educationally appropriate K-12 public school facilities. [www.21csf.org](http://www.21csf.org)

**21st Century School Fund**  
**1816 12th Street, NW**  
**Washington, DC 20009**  
**[info@21csf.org](mailto:info@21csf.org)**  
**(202)745-3745**



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**JFW, Inc.**  
**18310 Montgomery Village Ave, Ste. 240**  
**Gaithersburg, MD 20879**  
**[jfw@jfwinc.com](mailto:jfw@jfwinc.com)**  
**301-330-3220**